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ABSTRACT

Both a description and an evaluation of the Correctional Education Project conducted by the Faculty of Education, Queen's University, in cooperation with the Correctional Service of Canada are provided. Components of the program described include the following: (1) the negotiation stage and early months of the contract: (2) functional aspects such as project management and curriculum content, design and evaluation: (3) problem areas: and (4) staffing patterns. The use of path analysis to identify the major variables influencing the progress of the project is presented in terms of teacher images, prisoner attitudes, variant platforms, institutional needs, conflicting conceptions of curriculum, and concepts of human systems and management styles. A bibliography and appendices stating the aims of correctional education and the steps used in program design are also provided. (Author/HLM)

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THE CORRECTIONAL EDUCATION PROJECT:

A DESCRIPTIVE ANALYTICAL OVERVIEW

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INTRODUCTION

For the past eighteen months I have been deeply involved in the study and practice of Correctional Education; first in proposal writing and negotiation then in co-ordinating the Correctional Education Project of the Faculty of Education. This has provided a sense of focus after a number of years of various volunteer involvements with penitentiaries and prisoners. It has also been a valuable learning experience.

This paper is a descriptive-analytical review of the Project in an attempt to clarify my thoughts, learn from the experience and share that learning with others who might become involved in similar endeavours. It is also an invitation for critical comment.

One has to approach a project like this with a sense of perspective respecting the amount of change which is possible in a short time. Doyle and Ponder remind us, "The life histories of innovation projects are, more often than not, records of disappointment and failure" (1977-78, p.1). A very insightful friend who is also a prisoner cautioned me before the Project began, "You are betting on a losing horse. You know, the kind who looks good, runs well, eats well but never wins a race." We have had our share of disappointments and failures, and possibly the horse never will win a race; nonetheless the experience has been well worth the time and effort.

NOTE: Although I am writing this report the Project was really a team effort. The Faculty Team members were Ron Axford, Don Campbell, Bill Elkin, Ron Ripley, Lars Thompson and Peter Watson. Elaine Acton Trumper came on the team as Project Administrator.

1. BEGINNINGS

1.1 Early Contacts

Queen's has had a long-standing relationship with the local penitentiaries with the involvement of people in faculties and departments as diverse as Mathematics, Sociology, Law and Education. The involvements have sometimes been academic in nature, but more often, they have been as concerned citizens volunteering time.

The first official negotiation between the Faculty of Education and the Correctional Service of Canada was in the early 70's when a contract for educational services was being sought. Two of us from the Faculty and two Canadian Penitentiary Service employees visited Columbia Teachers College and Riker's Island to look at their program. While no formal contract was entered into at that time, informal contracts and discussions continued. I continued to visit prison schools and during one year organized a group of students to act as literacy tutors at Millhaven.

Educational services were contracted to the local Colleges of Applied Arts and Technology, first in one institution and gradually to the others. Programs offered were usually those developed by the colleges for other client groups with a strong emphasis on pre-packaged individualized instruction.

In the fall of 1977 negotiations between the Ontario Regional Office of the Canadian Penitentiary Service and St. Lawrence College, which provided the bulk of the service, broke down. The ostensible reason concerned who had the final responsibility for education in the institutions. The controversial clause states:

> "It is understood that the Departmental Representative retains the final responsibility and authority in all matters pertaining to the operation of federal penitentiaries and to the programs implemented therein."

When it became apparent that a contract might not be signed for the fiscal year 1978-79, the Regional Co-ordinator/Occupational Development was directed to seek

a contract with another educational agency. He approached the local board of education and the Faculty of Education, Queen's University. On December 12, 1977 a letter was sent to the Dean of the Faculty from the R.C.O.D. which began:

> "Further to our meetings of 9 November and 6 December, 1977, I would like to request that we enter negotiations to develop a contract proposal for your faculty to provide assistance in the development and delivery of educational services....."

It is believed that the Board in its wisdom (possibly superior) chose not to submit a proposal. The Dean convened several meetings to explore the subject in December and January and asked several faculty members to visit institutions and begin gathering data and impressions during February. It soon became apparent that there was not sufficient time to hire and train staff, develop materials and have an administrative structure in place by April 1. It was felt at this point, until it became clear that there were alternatives, that the Faculty should terminate negotiations. One thing the Faculty felt it could do was provide assistance in the design and development of new and appropriate programs of instruction. A compromise was reached whereby the Faculty would provide what it was best equipped to do and the teachers would be hired, in consultation with the Faculty, on individual personal service contracts.

1.2 Education in the Penitentiaries

In the spring of 1978 there were five major Federal penitentiaries in the Ontario region with significant educational programs: The Prison for Women, Joyceville Institution, Millhaven Institution, Collins Bay Institution and Warkworth Institution. Warkworth was not of concern at the time, since its C.A.A.T. contract was to be renewed. However, the schools in the other institutions were in trouble since on March 31 the College would pull out its teachers, programs and learning material.

Millhaven was possibly best prepared since they had accumulated a vast array of individualized and programmed learning material. Joyceville prepared itself, to some extent, by obtaining copies of some of the material which had been used by the College and expanding its resources to a limited extent. The A.D.O.D. also had hired a summer student to develop a Mathematics program. The Prison for Women had been a relatively small operation and needed help but could still survive. At Collins Bay, however, there was a large school complex housed, largely, outside the main building. They did not have a Supervisor of Education since the co-ordinator of the College program provided most of this function.

1.3 The Contracting

In attempting to understand a working agreement between institutions as diverse as the C.P.S. and a University it is important to be aware of underlying motives as well as the loftier aims that appear on paper. The Faculty was in a position of declining student body in its regular programs and facing dire predictions for the future. Combined with this was an increased pressure on the Faculty to increase its academic credibility within the University by increasing its volume of research and development activities.

It is dangerous to impute motives but it appears that the C.P.S. wanted, first of all, to get themselves out of an awkward situation by buying the services of a reputable organization. There was also a policy decision at a national level to issue sub-contracts rather than provide educational services themselves. As well there was a freeze on "man-years". The rather successful experience of contracting between the Pacific Region and the University of Victoria was also likely a factor as was the desire of the R.C.O.D. to establish a commendable educational program.

A document which ought to have played a more significant role in drawing up the final contract was somehow overlooked. It was entitled "Research and Consultative Services: A Preliminary Look at Goals" (Ambury, 1978) and was

intended to be used as a working document within the Faculty. What was significant was that the goals were stated in specific and largely measureable terms--a feature that was absent in the final contract and which came back to haunt us at evaluation time.

Ultimately there were three separate contracts signed to enable the Project to move to completion. Phase I (March 1, 1978 to April 30, 1978) Selection and Orientation of Staff, Phase II (May 1, 1978 to March 31, 1979) Provision of Educational Services and Phase III (April 9, 1979 to June 8, 1979) Evaluation. Let us look briefly at each of these.

The Phase I Selection and Orientation of Staff contract was based, in part, on the assumption that the Faculty would, in the future, set up an experimental school system within the penitentiaries and would hire some of these teachers at a later date. The Faculty's extensive experience in inservice education made them a logical choice to do the initial training and orientation for the newly hired teachers.

In an early meeting (January 18, 1978) between the R.C.O.D., the A.D.O.D's and myself, Mr. Holder stated that the top priority was for work with the lower levels, K-X, and that post-secondary offerings were to be the lowest priority. As of April first Mr. Holder wanted to try to maintain what was then in existence. It was to be a 'caretaking situation'. It will seem that these very pragmatic concerns became partially lost in the rhetoric of contract writing. Visits were made to the four institutions involved and discussions were held with school personnel. Again the concerns were simple and practical--good teachers and good material.

When the contract was finally negotiated and submitted, Section 2, Services, read as follows:

The University agrees to provide the following services in a manner satisfactory to the Departmental Representative, and having regard to the special characteristics and educational and training needs of penitentiary inmates:

(a) Evaluation of existing courses and programs

(b) Analysis of course needs

(c) Recommendation of courses for development and design

(d) Development and design of new courses

(e) Redesign of existing courses

(f) Assistance in the implementation of new courses--technical support and consultation

(g) Evaluation of new programs

(h) Secondary/post-secondary interface facilitation

(i) Advice, on request, in all subject areas.

The above services will be provided in accordance with guidelines mutually agreed upon by the parties hereto.

It is obvious that by this time (early April) two things had happened. (1) The precise goals that the Faculty had suggested in earlier periods in the discussions were exchanged for vague global statements and (2) the simple, practical concerns of the school representatives were in danger of getting lost in the multitude of words.

The intent was to produce a statement that would provide a sense of direction and sufficient flexibility to change priorities as the two bodies worked together. Given the sense of urgency and the uncertainties of that time there seemed to be no alternative. However, difficulties were soon to arise.

The third contract was one to allow the Faculty to complete the co-operative evaluation of the educational endeavours in the institutions involved under the new contract. The approach was to be a participative, user orientated,

one based largely on a strategy developed by Leithwood, Marshall and Wilson and previously used principally in more traditional educational settings.

1.4 Staffing

The first operational stage in which there was a formalized relationship was under the contract to help in the selection and orientation of staff with the Faculty fully involved as one equal partner in the selection process. Everyone agreed that this was crucial to the ongoing success of the schools. This could almost be called the honeymoon stage of the project--enthusiasm and optimism were high and agreement was amazingly easily reached. At a meeting with A.D.O.D's (April 3, 1978) Mr. Holder outlined his ideas for an extended working relationship over several years. He saw Phase I: (Study) as a period of inquiry and learning the 'state of the art' and coming to understand the needs and expectations of institutions and inmates. Phase II: (Development) would see program teams including teachers established and curricular and instructional materials developed. Phase III: (Application) would see the field testing of new material and methods with ongoing evaluation and development.

The teachers were hired one month before the end of the contract with St. Lawrence College which was intended to provide time for them to acclimatize themselves to the institutional setting and get organized to begin teaching April first. The teachers were also given, by the Faculty, a brief introduction to adult learning theory, a model for curriculum development and to individualized instruction. The Faculty also arranged for a tour of the local prison museum and for full use of library, media and resource centre facilities.

It was also necessary for the Faculty to select and orient its own representatives who would be working on the project. During the latter half of April the Project Co-ordinator negotiated with a number of members of the Faculty and received commitments from Ron Axford (Science), Ron Ripley (Math), Lars Thompson

(English) and Peter Watson (Canadian Studies) that they would act as the key people in forming curriculum development teams and co-ordinating the production of materials in their areas. On May first, with the contract still in Ottawa and unsigned, the co-ordinator wrote these four informing them of their role, giving them names of institutional contacts and requesting them to begin work on the assumption the contract would be signed. The Dean was also informed that our estimate was that each of these people would require, averaged over the year, 1.5 days per week on the project.

By the end of June, Bill Elkin (Sociology) had been asked to do a study of needs and potential for a university program at Collins Bay in order to begin to fulfill the Post Secondary interface commitment. I had met with various Queen's people to look into the establishment of a University program in Collins Bay but was not meeting with much success.

The general optimism continued but a measure of uncertainty was setting in. By the end of May there was still no contract and the Dean was faced with staff allocation questions. Faculty members were preparing for summer school, realizing that they had also taken on a major obligation in the prison schools. Sixteen teachers, many of whom were new to teaching had been placed in prison schools and were trying desparately to survive from day to day. A new acting Supervisor had been appointed at Collin's Bay in the person of Mal McNaughton.

In order to cover all the bases a Faculty team was established as a planning, liaison and decision-making group. The four Curriculum specialists on the team visited all the institutions to ascertain specific needs and differences and to get to know the teachers and administration. Each one chose one of the four institutions to visit on a regular basis. Design teams were established comprising the faculty specialist (Curriculum Advisor) and all the teachers (contract and regular) who taught in a specific core discipline (English, Math, Science and Canadian Studies). It had been thought that careful organization would answer the

frustrations of the faculty over poor attendance at meetings, inadequate communication with institutions, overwork, etc. These sources of irritation were expressed as early as May 26 along with a recognition of the need for visibility in the institutions. In the report for that month it is stated, "On June 29 and 30, I (the co-ordinator) met with the various faculty members examining in detail the terms of the contract and how we might best go about fulfilling them." It was probably a sign of the team's naivety and they thought all was well as the summer months began. With one of the teachers appointed as representative and spokesperson for the teachers it was felt that channels of communication and action had been well developed.

1.5 Hiatus

In late August the Co-ordinator became aware that all was not well. A.D.E.T's were dissatisfied and teachers were frustrated and angry. Visits to the institutions appeared to be in order. Don Campbell who specializes in adaptive and individualized instruction had offered to help on the Project and, as part of his orientation, was invited to meet with teachers and administrators in the various institutions along with the co-ordinator. (I would think the faculty liaison persons should have been invited as well but they were not.) The two visitors were met with responses varying from outright hostility to resounding apathy. All was not well in the state of prison education.

In retrospect, four major factors can be identified which lead to these negative attitudes. First was the teachers' sense of abandonment when they were in a survival mode. With the initial orientation and staffing period over there was relatively little contact with the Queen's people other than infrequent curriculum area meetings in Math, Science and Canadian Studies early in July. Millhaven teachers were better off than some in that they had an extensive supply of individualized instructional material to draw from. At Collins Bay, where

there was the greatest complement of teaching staff, teachers were allowed released time to prepare their curricula and felt no need for the faculty or its help. Life was difficult for the two teachers at the Prison for Women since they were both new to teaching and each had to cover two subject areas. The Joyceville teachers were probably faced with the greatest difficulty including a move to a new school area.

A second factor was an unfortunate dealing with the Project by the press. As the sources of hostility were probed in the August visits, an article from a local weekly was produced* with a teacher's comment, "Here, what do you think of this?". The headline read, "Queen's University takes over prison school program direction". Someone had written in "hear, hear..." after the headline and posted it on the bulletin board. Certainly there was no mention in the original press release of either take-over or direction but this is what the teachers read at the same time as they were feeling abandoned and in need of directions. Mention in the article was also made of the $106,000 total for the contract and the natural question, in a school setting, was would this money not have been better spent on hiring more teachers and purchasing more books and supplies?'. The A.D.E.T.'s had been party to the drawing up of the contract but Queen's was not producing and they were beginning to have second thoughts, thoughts which would influence further contract negotiations.

A third factor which contributed to the difficult relationship was the faculty members' need to regroup and better prepare themselves. As the reports for July and August are examined it is apparent that most of the time of the faculty members was spent in collecting material and doing background reading along with a few meetings with teachers and visits to institutions.

Finally, the communications system was proving itself totally inadequate. In May and June the A.D.E.T.'s had asked for curriculum outlines for the various subject areas--some were provided but not any complete sets. In some cases there

* See Appendix A

may have been too much for the teachers to use, in other areas they felt they had nothing. There were no regular meetings with the A.D.E.T.'s and no progress reports made to them. It appears that the monthly Status Reports did not go up or down from the regional office (and there was no suggestion from the Faculty that they should). There was no formal or informal structure for monitoring the feelings of the teachers who were, so to speak, on the firing line or at least felt themselves to be. There were meetings between the Co-ordinator and the R.C.E.T. but no hint of trouble can be discovered in the documents until August 24 at which time Mr. Holder raised the problem of lack of visibility and concern regarding over-payment for the work that was being done. His concerns came from quarterly reports which he had collected from the teachers. The notes from this meeting include the comment, "STRONG request for fuller use of time commitment." This must have seemed a legitimate request since the Faculty had contracted to provide the equivalent of two and one half full time faculty for the project and during July and August had provided less than one and one half. In all probability, however, the issue was one of perception rather than arithmetic.

1.6 Consolidation

It was decided by the Faculty in early September that what was needed was (1) more visibility of the faculty and contact with teachers and Supervisors, (2) staff training for teachers in designing programs for the prison setting and (3) a classification of aims and priorities.

One strategy decided upon was to have the four curricular specialists continue their contact with one institution which they would attempt to visit weekly or bi-weekly plus they were to visit the other three institutions at least once a month. A memo from one faculty member indicates the frustrations they were facing. He identifies three problems: (1) the curricular materials being used were judged to be too simple but teachers and a supervisor did not want to change,

(2) a "We can't do that here" attitude and (3) clearance for admission to institutions was not always made meaning frustration and one or two hours wasted.

In order to begin dealing with all the issues listed above it was agreed within the Faculty and with the concurrence of the R.C.E.T. that a weekend workshop for all education staff and administrators should be held. A live-in setting was chosen and a program built around stated needs and interests of potential participants. The first evening (Friday) there was an exercise and extensive discussion regarding the overall aims of Correctional Education (See Appendix B). Most of the Saturday was given over to an individualized instruction workshop and meetings in curriculum area groups. The final morning was an attempt to set priorities and clarify roles and responsibilities. The response to the time together was generally positive (See Appendix C for the response of the R.C.E.T.) although two of the teachers felt it was largely a waste of time and should have dealt more directly with their concerns.

Based on emerging priorities, new action steps were agreed upon: (1) It was agreed with Regional that regular visits to the institutions should be de-emphasized and that the Curricular Advisors' time might better be spent with the teachers in curriculum design teams. (2) Both sides became concerned that there was a need for a physical and personal focus to the Project. Therefore a large office with meeting space was provided. A full time staff person (Elaine Acton Trumper) was hired who was to be a manager, resource facilitator and information officer. (3) Consultations were begun with the National level to explore other appropriate activities in which the Faculty might engage itself. (4) Plans were made for conducting a final evaluation of the Project.

2. FUNCTIONAL COMPONENTS

Up to this point this paper has followed a more or less chronological sequence of significant events and trends. By November the various functional

components were becoming more clearly articulated. From this point on we will explore some of these components.

2.1 Management

In general terms the management style was collegial, open and lean. Each member of the team had reasonably clearly defined roles (although these tended to change over time) and areas of responsibility. They were allowed to pursue their endeavours without close supervision or constraint. The co-ordinator was to be primarily just that as well as one who would facilitate operations, respond to needs and carry much of the administrative burden.

The people who were in the most critical position were the four Curriculum Advisors. In the early part of the Project they were the ones who went into the institutions on the most regular basis, who assessed the learning needs of students and the teaching and learning needs of the teachers. They also had to do exhaustive searches of available materials and resources and help the teachers with implementation and change. Later they had to try to pull together groups of teachers with divergent interests and abilities into working design teams.

It was no easy task. All were extremely busy people carrying heavy loads within the Faculty. Mention has previously been made of difficulties getting into the institution because of someone's oversight. In some cases only one teacher would show up and in one case no one attended. Teachers claimed they were not allowed time while penitentiary people claimed they did not know about the meetings. Whatever the reason, there was considerable improvement when the Project Administrator set up an elaborate, practical and consistent system for informing everyone, using both telephone and written notices.

Communications problems plagued the Project almost from the beginning. The primary link between the Correctional Services and the Faculty was to be through the Regional Manager and the Project Co-ordinator. Frequent informal

meetings were held and each attempted to be available as needed. Their language and objectives, however, were sometimes different and unrecognized misunderstandings occurred. In addition there are differences in approach, between the two organizations. Within the Service talk was of line and functional authority while the University people talked collegial decision making. Confidentiality and closed meetings were important to the Service whereas the Faculty tended to be open in its meetings and discussions. Penitentiary people, especially those in senior management positions, are expert at dealing in and with bureaucracies whereas university people are notoriously poor in this area.

Monthly reports were called for from the Faculty although, interestingly, the Faculty never requested such reports from the Region. These reports were frequently late to the extent that, before Ms. Acton Trumper came on the scene, sometimes two months were combined into one. There is no evidence that these reports or their content ever went beyond the Regional office and no response to them was ever received by the Correctional Education office. Again, no response was ever requested.

An effective management system needs to monitor more than production. At least since the famous "Hawthorne" experiments people have become increasingly aware of the significance of attitudes and feelings; "the human side of enterprise" as Douglas McGregor puts it (1961). There was no formal subsystem for monitoring these factors in spite of the difficulties that were obvious as early as August and even when problems were recognized they were sometimes inadequately dealt with.

In Diagram 1 we see the original simplified concept of communication that should obtain between the two organizations. Diagram 2 depicts in a simplified form, the complex network of communication channels that emerged as the Project developed.

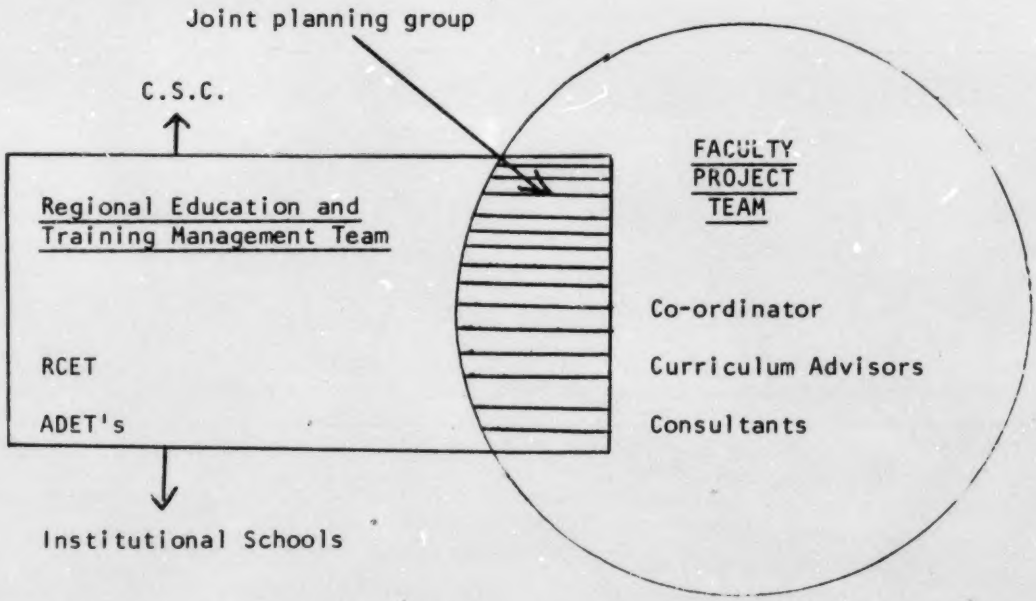

DIAGRAM 1

Early concept of inter-institutional communication pattern

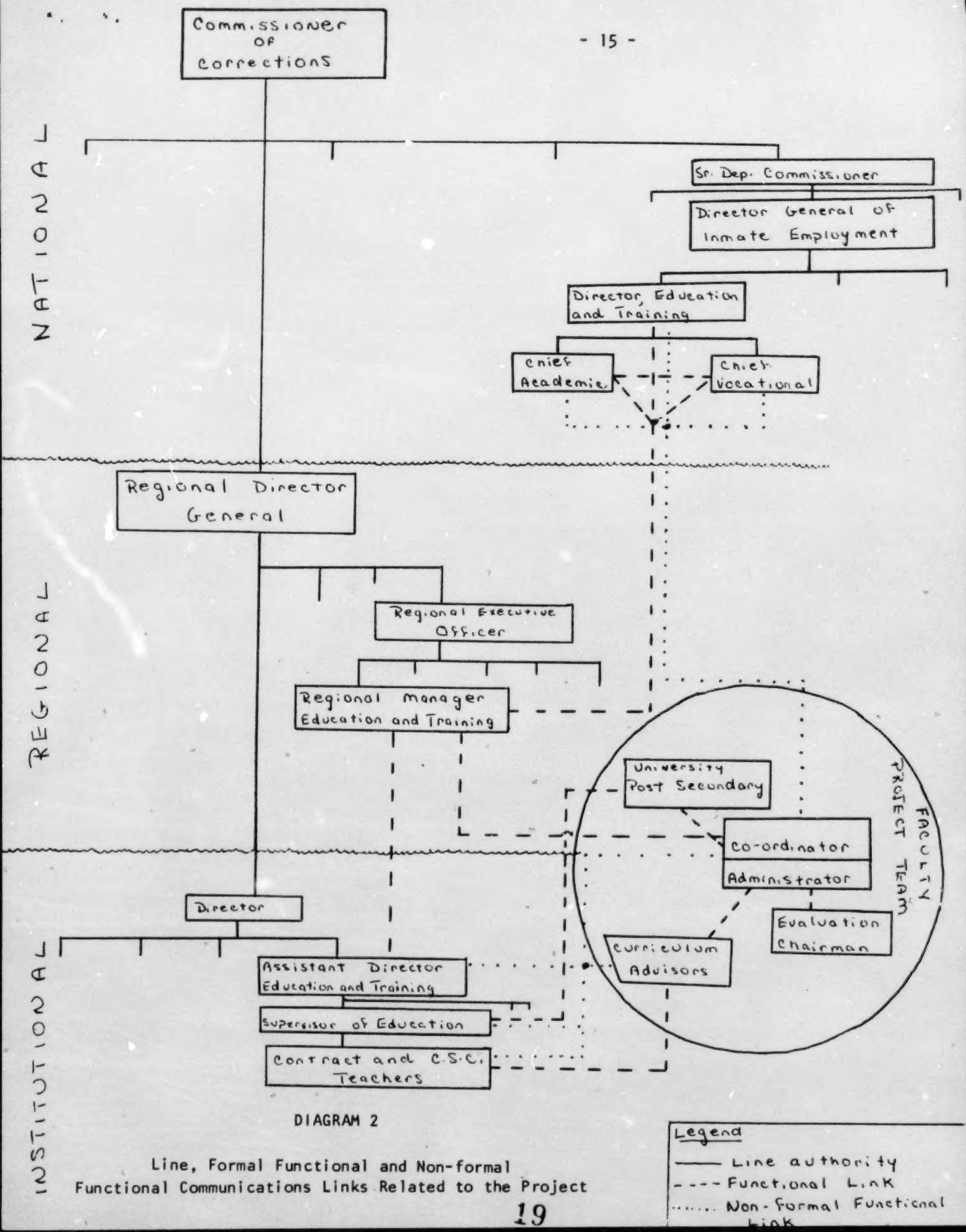

DIAGRAM 2

Line, Formal Functional and Non-formal Functional Communications Links Related to the Project

The complexity arose in part out of changing requests from the Regional Co-ordinator (e.g. whether he wanted certain communications to go to the institutions through him or if he wanted them sent directly to the institution). The A.D.E.T.'s are busy people with many more responsibilities than just the running of a school. Some of them proved almost impossible to contact by telephone. The Co-ordinator and Administrator both had experiences where it took more than a week to make telephone contact with an A.D.E.T. who was reported to be somewhere in the institution. Supervisors tended to be more reliable in returning calls but some tended to forget to pass on messages to their A.D.'s and/or teachers. With Elaine on the scene there was a great deal of improvement. The telephone was answered, meetings arranged, correspondence and reports were prompt and a Newsletter was prepared and distributed.

Staff development is seen as another management function. Within the faculty team this was done through:

- papers and discussion presented by the Coordinator
- lists of suggested readings were offered
- meetings with Regional staff and meetings with the Regional Co-ordinator
- visits to institutions
- two Advisors taught courses in the institutions
- two Mini Conferences were sponsored by the faculty, one lead by Dr. D. Griffin.
- frequent informal one-to-one conversations.

2.2. Design and Development

The major purpose of the contract was to design, develop and implement a new curriculum in four core areas (Math, Science, History and Canadian Studies). The materials developed were to be compatible with Ministry Guidelines for the Province of Ontario and custom tailored to the needs of prisoners. There was also a desire that there should be an easy transfer of credits between institutions since there tends to be a frequent movement of men between the institutions within the Region. There was never any expectation that a complete program could possibly

be in place in the first year. As was mentioned earlier the first year was seen as an experimental and learning year for all concerned; one in which some material would be developed for field testing. The bulk of the development work was to take place in the second year with intensive evaluation and re-writing in the third year One significant factor was the formation of the design teams. When one looks over the literature on curriculum change it is obvious that the top down approach does not work well and even "teacher-proof" curricula were neither well received nor satisfactorily implemented (Connelly 1972, 1979). The Faculty's stance was that, where possible the potential users should be fully involved in the design and development phases. However, almost all of the teachers were new to penitentiary teaching and most were first year teachers. Survival and practicability are the two key perceived needs for such teachers. Each of the Curriculum advisors used a different approach and it will be useful in the next year or two to look at these again.

2.2.1 English (Lars Thompson)

Lars tended to work with teachers rather than for them and decided early on that the only way to really understand the problems of teaching English in a penitentiary was to do it himself. He taught throughout most of the year at Collins Bay. His approach is encapsulated in the November Status Report which says, "Lars Thompson reports that the Grade IX English curriculum has been designed and will be written up by Saima and Anne (two of the teachers) in January. Much of the time of the team has been taken up in sharing ideas and strengthening each other's work In the long run Lars feels that the development of professional attitudes and a broad, flexible base will be more important to effective teaching than any printed document". By the end of January the Grade IX curriculum was completed by the team and work was begun on Grade X and XII, the next priority areas. The work on Grade X was completed in February and Grade XII in April. Essentially Lars used

a "teacher as curriculum" approach. He shared copious amounts of material, stimulated thinking and reading and fostered a sharing of ideas between the teachers who attended the meetings.

With respect to basic literacy training, the Faculty did not have anyone who could be released for this area. Carol Blackie, a trained literacy teacher was hired on a part time basis to teach and train volunteer inmate teachers in the institutions. Only Collins Bay took advantage of this service. In Millhaven, where women teachers are not admitted, a retired Director of Education, John McNeill worked very successfully as a volunteer teacher. Since the institutions are unwilling to hire people in this area, it appears that basic literacy training is a low priority in spite of estimates of as high as twenty percent of inmates needing basic literacy training (Ayers, 1978 p.12).

2.2.2 Science (Ron Axford)

As early as October Ron was feeling the same problem as the other Advisors --teachers were not showing up for meetings and he was becoming unwilling to convene further meetings. In the early survival phase he had collected detailed curricular material from many boards of education in Ontario and New York state and had helped put together what amounted to a survival kit for new teachers. Now he wanted to develop quality material but felt little support from the institutions or teachers.

It was probably the work of Elaine, the new Project Administrator, which enabled these teams to continue functioning. She would telephone in advance to set up a convenient meeting time and then send a memo to A.D.E.T.'s and Supervisors with a copy to the R.C.E.T. reminding them of the meeting. Her personal touch, thoroughness and the fact that she was a fellow teacher seemed to help greatly.

The completion by the Ministry of Education of a very thorough new set of guidelines for Intermediate Science helped the team somewhat. In order to help

deal with the problem of not being able to use glassware, flame etc., Ron introduced material related to the concept approach to teaching science. In order to make the curriculum more compatible with the philosophy espoused by the Faculty (Ambury, 1979), Ron developed a resource kit entitled "Science, Technology and Decisions" (1979). It is designed to involve Science students in rational decision making and dealing with moral issues. In addition he oversaw the development and production of a Grade XII Chemistry program.

2.2.3 Canadian Studies (Peter Watson)

Peter's approach was a combination of working with the teachers and preparing units, outlines and test questions for them. He also did some teaching, this time at the Prison for Women but found it impossible to continue. Peter was keenly aware of the survival needs of the teachers in their first year on the job and, on several occasions, reminded the team of this significant point. Many individual units were supplied to teachers for their use and complete courses of study were prepared at the Grade IX and X level (1979).

2.2.4 Math (Ron Ripley)

Ron's work with the curriculum team in the fall was that of providing workshops in math teaching and helping the teachers find appropriate resources. He offered to provide workshops on request and opened the resources of the Faculty Math Clinic to teachers in the schools. Teachers, immersed in the day-to-day job of lesson preparation and teaching, were disinclined to take advantage of these offerings. Ron proceeded to prepare a complete outline (Grade III to X) for the teaching of math along with a wide variety of teaching aids and resources - all cross referenced and indexed (1979). In March he held an afternoon workshop for correctional education staff demonstrating the use of the material and presented each institution with two large file storage cases full of material. His approach

was to make himself available on request and prepare the actual material himself.

2.3 Evaluation

From the beginning it was recognized that careful evaluation would be an important part of this Project since it was a new kind of involvement for the Faculty and a new relationship for the Penitentiary Service. The first method, which continued throughout, was the non-formal and unobtrusive monitoring of progress by faculty. Secondly, there were two checkpoint studies conducted and, finally, there was a thorough and formal evaluation at the completion of the project.

2.3.1 Continuing Evaluation

One of the problems from an assessment point was the lack of clear and precise goals. It was decided in the contracting stage that it would not be possible to specify outcomes in detail. Rather, there was a choice to specify goals in general terms with a provision for mutually agreeable guidelines which would be specified over the term of the contract. This necessitated a careful monitoring of the project and its terms. The plan was that this was to be done by the Curriculum Advisors making regular visits to the institutions and through regular discussions between the R.C.E.T. and the Project co-ordinator along with periodic meetings of Faculty personnel with A.D.E.T's. The Faculty team documented data from their visits, reported to the co-ordinator and discussed findings and action needed in the regular Faculty team meetings.

The system broke down in July and August with pressures of teaching and summer vacations. Although, apart from this period, the data-gathering portion of the approach was effective. In reviewing the data, however, it appears that decision-making and planning were sometimes ineffectual although constant improvement is seen during the fall and winter months.

2.3.2 Checkpoint Surveys

In action research and development one of the difficulties can be the fluidity of the whole process particularly when formal structures are not used. A checkpoint study is an attempt to stop the action, as it were, and get an overview of the situation at a particular moment in time.

In September George and Don drew up a brief questionnaire which was designed to check on the team's assumptions about the needs and interests of the teachers. It became apparent that some of the teachers felt weak in the areas of curriculum design and individualizing instruction. It was obvious from the data that we were in fact dealing with individuals of widely varying experience and training, working in very different settings. This was followed up in a weekend workshop where a morning was given over to clarifying needs and priorities of individuals and institutions.

Another kind of checkpoint study was attempted in December when all the teachers were invited to meet at Elaine's house to discuss their work and the Faculty's place in it. It became obvious that the major concerns were related to the job: working conditions, term of employment, supervision etc. There appeared to be relatively little concern over quality of teaching or getting involved in curriculum development or professional development activities. In other words, they showed much the same range of responses as one would expect from teachers in the regular school system in their first few years of employment (Olson, 1978 p.38).

2.3.3 Final Evaluation

When plans were being made for a final evaluation and report at the end of the contract year, the evaluation needed was seen as primarily formative in that decisions would have to be informed for an anticipated new contract to continue and refine the work begun in the first year. It turns out, however, that the

evaluation will be largely summative.

It was finally decided to work with an evaluation strategy developed by Ken Leithwood, (O.I.S.E.), Robert Wilson (Queen's) and Tony Marshall (Queen's). Their observation had been that most educational evaluation had very little impact on decision makers and that what was needed was a strategy which would maintain the integrity of the research and at the same time maximize its utilization. At the time of writing they are completing a report on the use of the strategy in six school boards in the Province of Ontario. It is also being tested in the other provinces and in contexts other than educational. The strategy has five steps each with carefully articulated sub-steps. Tony Marshall acted as consultant and trainer for the evaluations.

Step one (Defining the Evaluation Problem) is the most laborious and, probably, the most critical. Decisions are identified by primary decision makers, stake holders are identified, priorities are stated and decision rules articulated. By the end of this stage the key decision makers should have a keen personal interest in the process and a clear set of questions necessary to answer will have been stated, approved and prioritized. In the case of this Project three "umbrella" decisions were agreed to:

1. Decide what changes are needed in the project management
2. Decide what changes are needed in organizational structure.*
3. Decide what changes need to be made in the program.

Sub-decisions were then identified and a list of some forty questions which needed answering were identified.

*"Structure" is the pattern of relationships - formal and informal - among individuals comprising the system.

Step two (Choosing an Appropriate Methodology) meant facing the reality questions of available resources and user acceptability while at the same time maintaining maximum validity and reliability. It was necessary at this point to identify data sources, design instruments and establish sampling procedures. The procedure decided upon included a series of questionnaires directed to different data sources and modified Delphi approach to looking at structure. The latter was originally developed by Donald Campbell to examine a new approach to teacher education (1978, p.11-13).

Step three (Plan for Data Collection, Analysis and Reporting) helps deal with the complexity of an evaluation of this magnitude. A task analysis was done and a detailed PERT chart drawn up. As well as the practical advantage of doing time estimates, establishing deadlines and identifying who will do the tasks, there is a certain psychological advantage to an evaluation team in having the endeavour broken down into organized, manageable segments.

Step four (Collect the Data) and Step five (Analyze and Report) are currently in process. Again, there have been problems with people refusing to fill out questionnaires or not returning them from institutions. Elaine has spent a great deal of time on the telephone and has tended to work through individuals in the institution whom she has found reliable. The final report should be completed before the end of June.

3. ANALYSIS

Throughout this paper an attempt has been made, not only to describe what happened, but to underline events that influenced the progress of the Project from its inception. There were many variables at work in influencing the direction and efficiency of the project and no simple hypothesis can 'catch the complexities of parallel processing, bidirectional causality and reverberating feedback' (Gage, 1977, p.113) characteristic of major change endeavours such as this. While it is

not possible to present the kind of Path Analysis Gage advocates, a brief exploration of some of the more influential independent variables will be presented.

3.1 Institutional Needs

Institutions do not normally enter into working relationships for purely altruistic reasons - there has to be a pay-off somewhere. As was stated above, both the Canadian Penitentiary Service and the Faculty of Education saw gains in the contract. For the Faculty it will likely be seen as a profitable venture. They did involve several faculty in a new research and development thrust and expanded their knowledge and experience base in the field of Correctional Education. The pay-offs for the Penitentiary Service are less clear. The final evaluation will, from data in to date, indicate an over-all satisfaction with the services rendered but it is to be suspected that the things contracted for were not the real needs. What was wanted was an agency that would be almost fully responsible for the day-to-day running of the schools. The needs for a rationalized approach to education founded on a strong theoretical base were not seen as a high priority at the institutional level and this lead to persistent conflicting expectations.

3.2 Variant Platforms

A platform is a statement of assumptions, values and beliefs that underlie a system or organization. When one examines the stated objectives of the various bodies involved in the Project one discovers very divergent assumptions, values and beliefs. The institutions are primarily concerned with security, i.e. keeping the institution quiet, teachers value their job and professional integrity. Supervisors see themselves as important links but often feel passed over and ignored and the Regional Co-ordinator seemed caught between high educational aspirations and political and administrative pressures. At the same time, the

Faculty claimed to see education as a liberating process (Ambury, 1979, p.2) rather than a means for social control. An attempt was made in the September workshops to begin the process of establishing a common platform; however, this was not pursued in depth.

3.3 Conflicting Conceptions of Curriculum

Without an agreement on a common platform between the various groups involved in a project like this there is bound to be conflict and/or misunderstanding over what a curriculum is. Using Eisner and Valance's (1974) terms, it is observed that one institution in particular sees "curriculum as technology" (p.5) whereas others see it more in terms of "social reconstruction" or "academic rationalism" ("that which enables the young to acquire the tools to participate in the Western cultural tradition") (p.12). At the Federal level talk is often of "curriculum as the Development of Cognitive Processes" while within the Faculty, although all conceptions were present, the Platform (Ambury, 1979) reflects a bias towards curriculum for 'self-actualization".

3.4 Images of the Teacher

Different participants in a curriculum project view the role of the teacher differently. Using Doyle and Ponder's (1977-78) words, those optimists responsible for the project tend to see teachers as "rational adapters". "Presumably the weight of scholarly evidence together with an appropriately inspirational rhetoric, will compel any 'responsible and intelligent' teacher to rush out and try the latest 'new idea' in education" (p.4). The pessimist is prone to see the classroom teacher as the "stone age obstructionist". Doyle and Ponder claim that most teachers best fit the category of "pragmatic skeptic" and are governed most by a "practicality ethic". There is little doubt that there was a discrepancy which lead to misunderstanding and frustration on both sides. Fortunately,

the Curriculum Advisors all work frequently with teachers in schools and were able to adjust their expectations and modify their approaches with the teachers. John Elliott, in discussing a major innovation in Science curriculum in Britain makes a very helpful observation which applies equally well to this Project. Teachers may appear defensive and resistant to change but, in reality, he says, "it is a defence against the demand to realize ideals to the full in what are perceived to be impossible circumstances". (1977, p.5).

3.5 Views of Prisoners

A choice of words may be significant when the implications of the words are examined. The common word for those imprisoned is "inmate" which seems to carry a medical-therapeutic overtone. A word that one hears more often now is "offender" which implies someone who has done something wrong. Those in the University of Victoria program use the word prisoner which appears to be both accurate and non-judgemental. Institutionally prisoners tend to be viewed as sub-humans who are there for detention and punishment. There is a tendency at the National and Regional level to accept a criminal personality approach (Yochelson & Samenow, 1976) implying that what is needed is a different kind of treatment-education that will overcome certain cognitive defects. The Faculty tended to view the prisoner in the classroom as a student who could develop cognitively, morally and intellectually through effective educational experiences. This is an important area that is in urgent need of further study.

3.6 Concepts of Human Systems and Management Styles

While systems change was not ever acknowledged as an objective of either party to the contract there is little doubt that each did try to influence the other. What may have lead to some of the communication and administrative difficulties is that the two systems hold different perspectives on how human systems

should be organized and changed. Chin and Benne (1976) are immensely helpful here. They suggest a continuum of change theories from Rational-Empirical through Normative-Re-educative to Power-Coercive. The Rational-Empirical approach operates from the'assumption that men are guided by reason and that they will utilize some rational calculus of self-interest in determining needed changes in behaviour' (p.24) which sums up rather well the management style for the Project. Within the Penitentiary service the emphasis is more on power and authority - the need to control and direct. The operational difference in management styles was not as great as the analysis might imply since neither the Regional Co-ordinator nor the Project co-ordinator are extreme in their position. Nevertheless, more attention to this area could have proven helpful.

SUMMARY AND CONCLUSIONS

In December of 1977 the Faculty of Education, Queen's University, Kingston began negotiations with the Canadian Penitentiary Service (now the Correctional Service of Canada) to provide educational services in four Kingston area federal penitentiaries. Contracts were signed to assist with staff selection and orientation, begin the development of a comprehensive curriculum at the pre-secondary and secondary level and to provide support and consultancy service.

This paper is an exploration of the first thirteen months of what became known as the Correctional Education Project. Preliminary data from the final evaluation suggest that the Project will be judged largely successful by those involved. Success is, however, a relative term, hence this paper has attempted to identify problem areas and continuing questions.

Part I looked at the negotiation stage and early months of the contract when most of the negative reaction was generated. Part II identifies certain major function aspects of the Project including Project Management, Curriculum Design and Evaluation. Problem areas are identified and some retrospective suggestions made. Part III suggest that a path analysis evaluation might be useful and identifies some of the major variables which influenced the progress of the Project. These variables are institutional Needs, Variant Platforms, Conflicting Conceptions of Curriculum, Images of the Teacher, Views of Prisoners, Concepts of Human Systems and Management Styles.

There is a growing body of literature in the field of Correctional Education in North America but at this point much of the work is still ill-conceived and weak. What is desperately needed is a solid theoretical foundation respecting the nature of criminality, the characteristics of prisoner-students, the nature and purpose of education and the role of the wider educational community in correctional education. The work of Douglas Ayers and others at the University

of Victoria and the work of the O.I.S.E. Review team are providing a significant starting point in Canada. The project described here has underlined the immense need for continued investigation and careful evaluation of existing efforts at providing educational opportunities for prisoners in Canadian penitentiaries.

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APPENDIX A

Queen's University takes over prison school program direction (hear, hear

Marla Fletcher,
Staff Writer

Educational direction for local prison schools will be provided by Queen's University this year for the first time, it was announced Thursday.

The university's faculty of education has signed a one-year contract for $165,000 to provide course design, implementation and evaulation advice for 16 teachers recently hired by the Canadian Penitentiary Service regional headquarters here. Staff consultation on a day-to-day basis will also be provided by participating Queen's professors.

Affected by the contract are some 200 student inmates at Millhaven, Joyceville, Collins Bay and the Prison for Women.

The prison school programs were formally directed and taught by St. Lawrence College's Kingston campus, but that service was discontinued by the college last March. Queen's will study this year the possibility of also taking over the teaching component by next year, states dean of education Dr. Tom Williams.

"Originally the university was asked to take over the teaching component (immediately)..." Dr. Williams says "but did not because of insufficient lead time."

The Queen's University faculty of education conducted a two-month search for new teachers and a study to identify inmate program needs and provide training for penitentiary staff involved in education earlier this year.

George Ambury, founding chairman of the Millhaven citizen advisory committee and former co-ordinator of that institution's Upstart Program, is in charge of the project for Queen's. Other faculty of education participants are: Ron Axford, William Elkin, Ron Ripley, Lars Thompson and Peter Watson.

APPENDIX B

CORRECTIONAL EDUCATION PROJECT

Faculty Team Meeting 6 Oct. 1978

1. REPORT ON "GET AWAY" WEEKEND

There were 30 people registered for all or part of the weekend. The general response was very favourable although two teachers regretted that we had not spent more time in activities directly related to their concerns.

The "Aims of Correctional Education" exercise on Friday evening appeared to indicate widely divergent priorities which might prove irreconcilable yet when we look at the responses of typical faculty members and teachers (i.e. mean responses ranked in priority) in Figures 1 and 2 we see that two of the concerned populations are not as far apart as the heated discussions might have indicated.

Within the three top priority ranks both groups agree that the education process should provide skills in living outside the institution, in productivity in work and leisure and in interpersonal relating. In addition the students ought to develop an eagerness in their search for truth, a positive self concept and problem solving ability.

There certainly are differences in emphasis between the two populations (see Figure 3). Teachers appear to place greater emphasis on the intellectual skills and attitudes whereas faculty members would emphasize productivity in society, interpersonal skills and social responsibility to a greater extent than their colleagues in the prison schools.

During the Sunday morning session the whole weekend was reviewed as an attempt was made to list responsibilities of various populations.

Teachers
- classroom teaching
- expertise as practising correctional educators
- assist in testing material
- assist in development of new material

C.P.S.
- co-ordination and liaison
- guidelines for the project
- facilitation
- administration of the schools
- judgement re. standards

Faculty of Education
- leadership in design and testing
- curriculum, program and project evaluation
- support and advice
- resources (need for a directory of human and physical resources and services)
- a point of focus (access, parking, a room)
- staff development

2. OUR PRIORITIES

Bill raised a fundamental issue on re-reading Douglas Griffin's paper respecting our own philosophy of criminology, corrections and education. It was agreed that what is needed is a position paper(s) and some further thought on this matter.

George said there was a tasit agreement that the flow of the project this year would be something like this:

Survival	Consolidation	Evaluation	Recommendations
-help teachers	- informal assessment	- instruction	- new courses
-course outline	- course outlines	- programs	- resources
-resources	- resources collected	- project	- instruction
			- organization

Presently we are in the consolidation phase. Jack Holder (see Appendix B) and others feel there is a need for regular meetings with teachers (every two weeks). To date meetings are planned as follows:

English	October 18th	9 - 4
Science	October 26th	3:30 - 6
Math	November 2nd	4:00 - 7

Don Campbell suggested that the project evaluation model developed for the Queen's University Internship Project might be very suitable for evaluating this project. He will present more detail on this at the next meeting.

Lars had presented an idea for this Faculties role in developing and assessing a core curriculum. He has agreed to present his ideas at the next meeting.

Tentative future meetings

Monday, October 16th	9:00 - 10:30 a.m.
Monday, October 30th	9:00 - 10:30 a.m.
Friday, November 10th	9:00 - 10:30 a.m.
Monday, November 27th	9:00 - 10:30 a.m.
Monday, December 11th	9:00 - 10:30 a.m.

Appendix A

5. Priority aims in Correctional Education - University

The prison education program should:

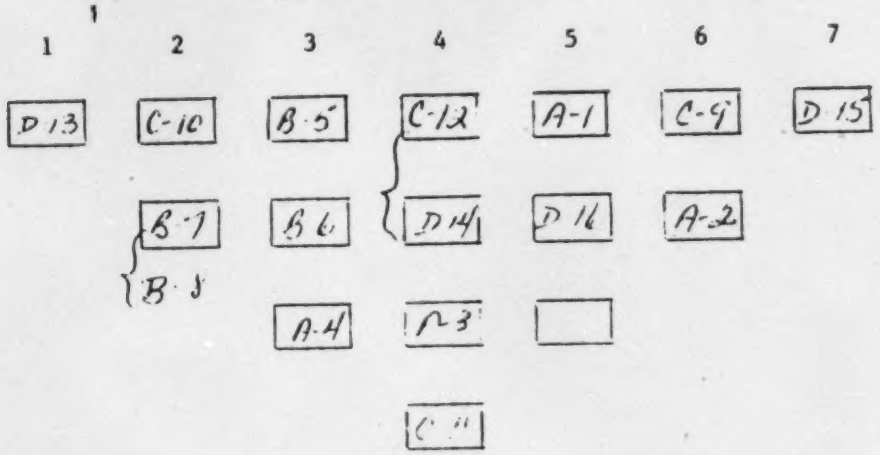

Figure 1

Aims of Correctional Education
Typical Faculty Member

5. Priority aims in Correctional Education - Teachers

The prison education program should:

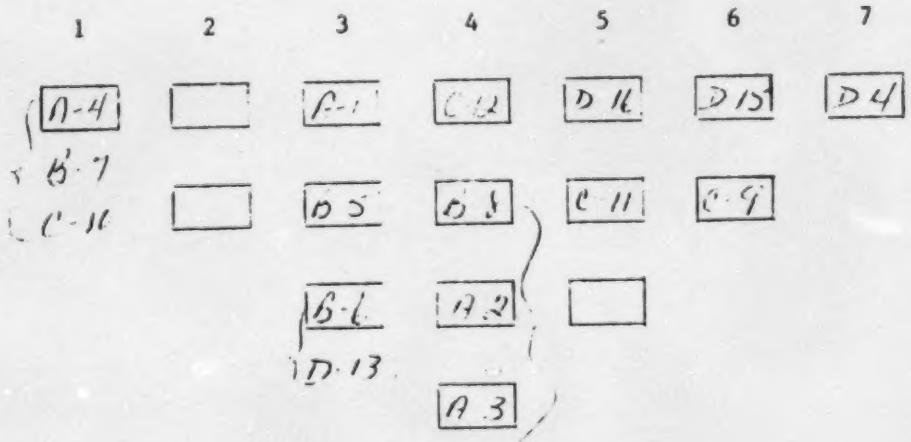

Figure 2

Aims of Correctional Education
Typical School Teacher

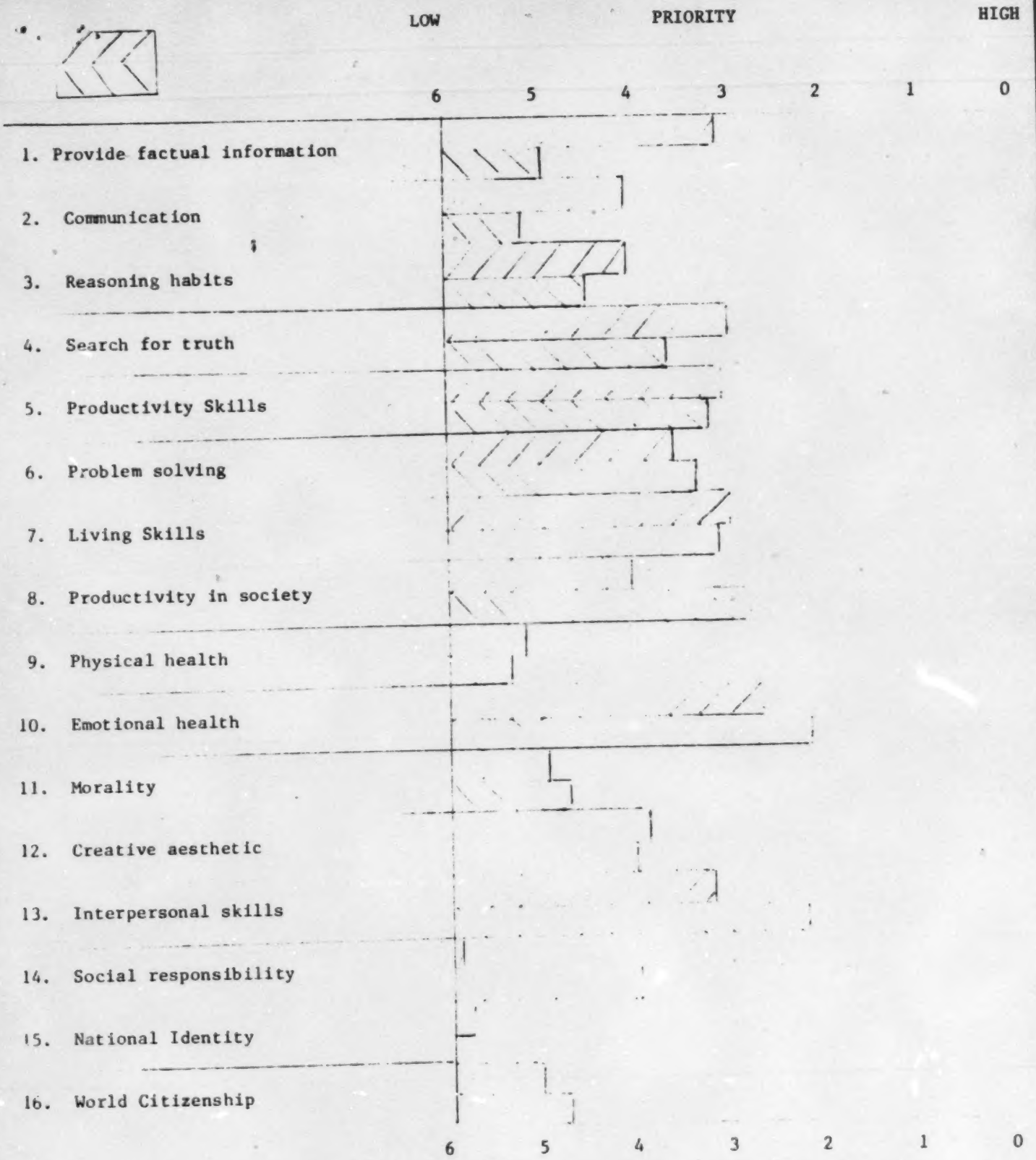

Figure 3

Mean Responses of School Teachers and University Faculty to Item 5 of Questionnaire

A-1

Provide basic facts and information in selected subject areas.

A-2

Teach skills in the acquisition and transmition of subject matter.

A-3

Foster habits of discrimination, reasoning and scientific thinking.

A-4

Develop a positive attitude toward intellectual growth and the search for truth.

B-5

Provide the skills and knowledge necessary for productive work and hobby activities.

B-6

Develop and apply the ability to formulate and solve problems and supply these solutions.

B-7

Teach the skills necessary for day to day living outside an institution.

B-8

Foster a desire to live as a responsible, productive member of society.

C-9

Provide information and skills aimed at fostering physical health.

C-10

Promote emotional health including a positive and realistic self concept.

C-11

Develop in each person a consistent ethnic and strong morality.

C-12

Encourage creativity and aesthetic appreciation.

D-13

Develop in the students skills in interpersonal relating based on respect and mutuality.

D-14

Encourage social responsibility and an understanding of political power and processes.

D-15

Enhance the students sense of community and national identity and knowledge of ethnic roots.

D-16

Develop a sense of common humanity and world citizenship.

Figure 4
Aims of Correctional Education

APPENDIX C

Solicitor General Canada / Solliciteur général Canada

Penitentiaries / Pénitenciers

4 October 1978

Your file / Votre référence

Our file / Notre référence

1500-1

Mr. G. Ambury
Faculty of Education
Duncan McArthur Hall
Queens University
Kingston, Ontario

Dear George;

Would you please extend my sincere thanks to everyone who participated in the Wolfe Island exercise last week-end. Although sometimes grueling and sometimes a forum for venting personal frustration I think the outcome was positive and that some vitality was regained.

As a result of the input of faculty and teacher input I am taking the following approach:

(a) the curriculum team proposal will be instituted

(b) teachers will be freed for curriculum activities

(c) I shall co-ordinate all meetings

(d) the Canadian Penitentiary Service, Education & Training Management team will set procedures and policies and will approve all materials and courses developed

I request your assistance as follows:

(a) designate a room at McArthur for curriculum team use

(b) provide a clerk or research assistant who will attend all meetings and provide access to McArthur support in such things as typing, printing, A-V services etc.

(c) provide us with a list of contact people for the various services

(d) discontinue the institutional liaison approach and assign faculty to the curriculum teams. Faculty can resume frequent institutional visits during the impelmentation and evaluation phases. Visits may con tinue but should not comprise, for this phase, the major activity.

.../2

Course development will proceed in the following manner:

(a) existing outlines will be consolidated using the experimental course format. This is a logical starting point and will satisfy Ministry requirements and be a first step to standardization of programs

(b) the major role of the teams will then become the identification of special needs within out institutions and the means of meeting these needs consistent with (a) this will involve choice of resources, delivery mode, scheduling, stand-up vs programmed etc.

(c) evaluation will be designed

Responsibilities can be defined in the following manner:

(a) Approval of Course - Education and Training Management team and Ministry of Education

(b) Monitoring of regulations - R.C.E.T & A.D.E.T'S

(c) Program development - Regional Co-ordinator Education and Training, McArthur and teachers

(d) Resources and consulting services - McArthur, C.P.S., OECA and Ministry of Education.

I trust that this approach will meet with your approval and that it may be used in a manner most beneficial to everyone.

J. K. Holder
Regional Co-ordinator Education & Training

Canadian Penitentiary Service
Regional Headquarters (Ontario)
440 King St W
Kingston, Ontario
K7L 4V8

APPENDIX D

Abbreviations and Terms

R.C.O.D.:	See R.C.E.T.
A.D.E.T.:	(Was A.D.O.T.) Assistant Director Education and Training in an institution
R.C.E.T.:	Regional Co-ordinator Education and Training (now Regional Manager Education and Training and previously Regional Co-ordinator, Occupational)
Project Co-ordinator:	Faculty of Education, Queen's University, Correctional Education Project Co-ordinator
Curriculum Advisors:	Members of the Faculty Project team with major responsibility for developing curriculum in one of the core areas
C.P.S.	The Canadian Penitentiary Service, now called The Correctional Service of Canada
Regional:	The Ontario Region of the Correctional Service of Canada
C.A.A.T.:	College of Applied Arts and Technology
C.S.C.:	See C.P.S.